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Summary record of the 22nd meeting
Held at Headquarters, New York, on Monday, 13 December 2010, at 10 a.m.

Chair: Mr. Rosenthal ..... (Guatemala)
Chairman of the Advisory Committee on Administrative and Budgetary Questions: Ms. McLurg

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10-68796 (E)

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The meeting was called to order at 10.10 a.m.

Agenda item 129: Programme budget for the biennium 2010-2011 (*continued*)

Request for a subvention to the Special Court for Sierra Leone (A/65/570 and A/65/603)

1. **Mr. Yamazaki** (Controller), introducing the report of the Secretary-General on the request for a subvention to the Special Court for Sierra Leone (A/65/570), said that the General Assembly had approved a subvention of $31.2 million for the Special Court in 2004, of which an unspent balance of $3,286,505.63 had been surrendered to Member States at the end of 2006. At the time the Secretary-General's current report was being finalized, the Special Court had indicated that available voluntary contributions would sustain its operations only until 31 October 2010 and that it faced an anticipated funding shortfall of approximately $17.9 million, consisting of about $4.5 million for the period from 1 November to 31 December 2010, $11 million for the period from 1 January to 31 December 2011 and $2.4 million for the period from 1 January to 29 February 2012, when it was expected to have completed its mandate. Consequently, the Secretary-General was requesting that a subvention of $17.9 million should be made available to supplement the Special Court's voluntary resources.

2. Following the issuance of the Secretary-General's report, the Special Court had received additional pledges from various donors, which the Advisory Committee had taken into account in formulating its recommendation.

3. **Ms. McLurg** (Chairman of the Advisory Committee on Administrative and Budgetary Questions), introducing the related report of the Advisory Committee (A/65/603), said that, since the Special Court had entered its completion phase and was expected to be the first of the international tribunals to finish its work, the Advisory Committee encouraged it to keep a documentary record of best practices and lessons learned, so that other international tribunals could benefit from its experiences.

4. Since the issuance of the Secretary-General's report, the Special Court had received additional pledges from three States and was now in a position to continue operating without a subvention until 31 December 2010. The revised request for a subvention amounted to $12.24 million, of which $9.88 million would be required for 2011 and $2.36 million for January and February 2012. The method of disbursement was described in paragraph 14 of the Advisory Committee's report, which also stressed the need for ongoing oversight of the management of the Special Court's assets.

5. The Advisory Committee recommended that the General Assembly should approve, as an exceptional measure, funding of up to $12.24 million to supplement the Special Court's voluntary resources for the periods from 1 January to 31 December 2011 and 1 January to 29 February 2012. Its recommendation was made on the understanding that any regular budget funds appropriated for the Special Court would be refunded to the United Nations at the time of the Court's liquidation; that no additional subventions for the Special Court were expected; and that the United Nations Secretariat, the Management Committee, the Registrar and other senior officials of the Special Court would intensify their efforts to fund the Court's activities through voluntary contributions.

6. **Mr. Al-Shahari** (Yemen), speaking on behalf of the Group of 77 and China, said that the Group valued the work of the Special Court and welcomed the significant progress it had made in discharging its mandate, as outlined in the Secretary-General's report. Recalling the provisions of article 6 of the Agreement between the United Nations and the Government of Sierra Leone on the Establishment of a Special Court for Sierra Leone, he expressed the Group's full support for the Secretary-General's proposals, as updated by the Advisory Committee.

7. The Group would be requesting further information in informal consultations on the Special Court's recurrent lack of funds, which could jeopardize its mandate by hindering its ability to complete judicial proceedings. In view of the importance and specific nature of the final trial, more information would also be sought on the detailed implementation of the Special Court's completion strategy.

8. **Mr. Coffi** (Côte d'Ivoire), speaking on behalf of the Group of African States, said that the establishment of the Special Court had been a practical demonstration of the international community's support for strengthening the administration of justice in Sierra Leone, as a critical part of the country's national

reconciliation and the broader peace process. The Court's hybrid jurisdiction, involving the application of international humanitarian law and the relevant national laws of Sierra Leone, was a model of justice.

9. The Group trusted that the appeals phase of the final trial would be concluded by February 2012, thus ensuring that the Special Court would become the first of the international tribunals to complete its work and could serve as a reference for best practices and lessons learned for the International Tribunal for the Former Yugoslavia, the International Criminal Tribunal for Rwanda and other international tribunals. The Group also noted with satisfaction that the Residual Special Court for Sierra Leone established pursuant to the Agreement signed in July 2010 between the United Nations and the Government of Sierra Leone would, among other activities, maintain archives, provide witness protection if required, supervise the enforcement of sentences and review convictions if necessary.

10. With regard to fund-raising, the Group would be seeking additional information in informal consultations with a view to ensuring that the Special Court would not face any significant unexpected financial shortfall that could undermine its mandate. The Group gave sympathetic consideration to the Secretary-General's request for a subvention to supplement the financial resources of the Special Court, which would enable it to complete its mandate by February 2012, without prejudice to its independent character.

11. The Group paid tribute to those Member States that had made voluntary contributions to the Special Court and encouraged all Member States to contribute to the successful conclusion of its work, which was of paramount importance for the administration of justice, criminal accountability, international humanitarian law and peace.

First performance report on the programme budget for the biennium 2010-2011 (A/65/589 and A/65/604)

12. **Mr. Yamazaki** (Controller), introducing the first performance report on the programme budget for the biennium 2010-2011 (A/65/589), said that the report identified adjustments in the level of appropriations required at the end of the first year of the biennium owing to variations in rates of inflation and exchange and in standards assumed in the calculation of the initial appropriations. It also took into account, inter alia, decisions taken by policymaking organs and unforeseen and extraordinary expenses.

13. Overall revised requirements under the expenditure sections amounted to $5,148.6 million, a decrease of $10.3 million vis-à-vis the appropriation levels approved by General Assembly resolutions 64/244 A, 64/260 and 64/288. The revised estimate under the income sections amounted to $580.6 million, an increase of $26.2 million relating primarily to income from staff assessment. Consequently, net requirements amounted to $4,568.0 million, a decrease of $36.5 million.

14. The report did not include revised estimates or statements of programme budget implications in respect of draft resolutions currently under consideration. Those amounts, which had totalled about $35.7 million at the time the report had been finalized, were still subject to the decisions of the General Assembly and would affect the level of the revised appropriation.

15. Adjustments due to exchange rate fluctuations resulted in an increase of $29.3 million, while inflation adjustments and adjustments to standard costs resulted in decreases of $24.3 million and $27.2 million, respectively. The report did not reflect any adjustments for vacancy rates; however, the situation would continue to be monitored and would be reported in the second performance report.

16. With regard to unforeseen and extraordinary expenses, commitments of $6.9 million had been entered into, pursuant to General Assembly resolution 64/246. Concerning the decisions of policymaking organs, the Secretary-General sought approval to appropriate the amount of $5 million already approved as a commitment authority for the United Nations Assistance Mission in Iraq (UNAMI) for the biennium 2010-2011, in connection with the construction of the United Nations integrated compound in Baghdad. The Committee might also wish to note that the Secretary-General, in his second progress report on the enterprise resource planning (ERP) project (A/65/389), had requested appropriation of an amount of $12,416,300, initially approved by resolution 64/243 as a commitment authority. However, in the light of more up-to-date information on expenditure patterns, the Secretary-General had decided instead to continue to

monitor the progress of the project and to report the requirements arising from the use of the commitment authority in the context of the second performance report for the biennium 2010-2011.

17. Section G, subsection 1, of the report described the use of the Secretary-General's limited budgetary discretion, pursuant to General Assembly resolutions 60/283, 64/243 and 64/260, while subsection 2 reported on options for protecting the United Nations against fluctuations in exchange rates and inflation, as requested by the General Assembly in resolution 64/243. In that connection, input had been sought from 15 organizations of the Finance and Budget Network, eight of which had responded, as detailed in the report. The Secretariat was also continuing to review historical (2008-2009) transactional data and to work with external banking contacts to further address the General Assembly's request. The results of that review would be included in the second performance report for the biennium 2010-2011 or the proposed programme budget for the biennium 2012-2013.

18. **Ms. McLurg** (Chairman of the Advisory Committee on Administrative and Budgetary Questions), introducing the related report of the Advisory Committee (A/65/604), said that the Advisory Committee recommended that the General Assembly should approve the revised estimates contained in the Secretary-General's report. However, in view of the delays in the construction of an integrated headquarters facility for UNAMI in Baghdad, it recommended that the amount of $5 million already approved as a commitment authority should not be appropriated as yet but that any actual expenditures arising from the commitment authority should be reported in the context of the second performance report for the biennium 2010-2011.

19. With regard to the General Assembly's request, in its resolution 64/243, that the Secretary-General should report on options for protecting the United Nations against fluctuations in exchange rates and inflation, the Advisory Committee urged the Secretary-General to follow up with those organizations that had not yet responded to the questionnaire addressed to them, in order to be able to draw on the experience of as many entities as possible. It also noted the Secretary-General's intention to report more extensively on the matter in the context of either the second performance report for the biennium 2010-2011 or the proposed programme budget for the biennium 2012-2013.

20. **Mr. Al-Shahari** (Yemen), speaking on behalf of the Group of 77 and China, said that the Group noted that the decrease in requirements under the expenditure sections of the programme budget was mainly attributable to underexpenditure in various areas, changes in inflation assumptions and adjustments to standard costs. The Group also noted that provisions for special political missions, peace and security, and human rights were the only areas of the regular budget that had experienced actual budget growth, with special political missions accounting for the bulk of the growth. It regretted the lack of commensurate growth in funding for the implementation of the development agenda, to which it attached great importance.

21. The Group was also deeply concerned at the significantly higher vacancy rates under some sections of the programme budget, including section 5, Peacekeeping operations, section 11, United Nations support for the New Partnership for Africa's Development, section 17, Economic and social development in Africa, and section 30, Internal oversight. It would be seeking clarification of the reasons for continued high vacancy rates in those areas and the specific measures taken to address the problem. The Group also remained concerned that, although no adjustments for vacancy rates had been made at the Organization-wide level, the potential underexpenditure identified in some sections or programmes might be due to their above-average vacancy rates.

22. Lastly, the Group was concerned that the bulk of the requirements arising from the use of the Secretary-General's limited budgetary discretion had been met through the utilization of potential underexpenditure in development-related sections of the budget. The Group would be seeking clarification and justification of that underexpenditure and its use to finance other activities. It was also awaiting comprehensive information on the implementation of the limited discretion experiment, as requested in section III, paragraph 10, of General Assembly resolution 60/283.

23. **Ms. Sánchez Lorenzo** (Cuba) said it was regrettable that the documents before the Committee had been introduced so late in the main part of the current session, given their importance for the forthcoming budget process. Her delegation, noting the

net decrease of $22.2 million in the level of appropriations required, owing to variations in budgetary assumptions, trusted that the second performance report would provide more information on the results of applying exchange rates based on two different methods, namely the averaging method and the latest rate, for forecasting and recosting the budgets of different duty stations. Her delegation was also concerned to note that, despite the reduction in realized vacancy rates, such rates were still higher than budgeted for the biennium and showed considerable divergence between budget sections. The Organization should continue to address that problem, as recommended in the Advisory Committee's report.

24. With regard to the significant increase in unforeseen and extraordinary expenses, it was to be hoped that all the commitments detailed in paragraph 10 of the Secretary-General's report had been duly certified by the Secretary-General as relating to the maintenance of peace and security; that was not always clear from the information provided.

25. The Secretary-General had not, to date, utilized $11.1 million of the $20 million available for use in accordance with the limited budgetary discretion accorded to him for the biennium 2010-2011; neither had he used the full authorized amount in either of the previous two bienniums. Her delegation had major reservations about the advisability of continuing with a pilot project that had no proven operational advantages. Furthermore, the Secretary-General's limited budgetary discretion should not undermine the authority of Member States in administrative and budgetary matters.

26. Lastly, her delegation wished to underline the importance of full compliance with the Financial Regulations and Rules of the United Nations and the Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation, and to reaffirm the role of the Fifth Committee, the Advisory Committee and the Committee for Programme and Coordination in administrative and budgetary matters.

The meeting rose at 11 a.m.

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Fifth Committee

Summary record of the 23rd meeting
Held at Headquarters, New York, on Wednesday, 15 December 2010, at 10 a.m.

Chair: Mr. Rosenthal ..... (Guatemala)
Chairman of the Advisory Committee on Administrative and Budgetary Questions: Ms. McLurg

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10-69421 (E)

The meeting was called to order at 10.05 a.m.

Agenda item 129: Programme budget for the biennium 2010-2011 (*continued*)

Estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council (A/65/328 and Add.1 and Add.1/Corr.1 and 2 and Add.2 and Add.2/Corr.1 and Add.3 and Add.3/Corr.1 and Add.4 and 5 and A/65/602)

Implementation of General Assembly resolution 63/261 on the strengthening of the Department of Political Affairs (A/65/161 and Corr.1 and A/65/602)

Revised security management framework and revised estimates relating to the programme budget for the biennium 2010-2011 under section 5, Peacekeeping operations, related to a strengthened and unified security management system for the United Nations (A/65/320 and Corr.1 and A/65/575)

1. **Mr. Yamazaki** (Controller), introducing the report of the Secretary-General on estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council (A/65/328 and Add.1 and Add.1/Corr.1 and 2 and Add.2 and Add.2/Corr.1 and Add.3 and Add.3/Corr.1 and Add.4 and 5), said that the budget proposals for special political missions for 2011 had once again been grouped into three thematic clusters (cluster I: special and personal envoys and special advisers of the Secretary-General (A/65/328/Add.1 and Corr.1 and 2); cluster II: sanctions monitoring teams, groups and panels (A/65/328/Add.2 and Corr.1); and cluster III: United Nations offices, peacebuilding support offices, integrated offices and commissions (A/65/328/Add.3 and Corr.1)). The budget proposals for the United Nations Assistance Mission in Afghanistan (UNAMA) and the United Nations Assistance Mission for Iraq (UNAMI) had been presented separately (A/65/328/Add.4 and Add.5 respectively). As far as possible, the format and presentation of the budget proposals for special political missions mirrored those for peacekeeping operations.

2. Of the 29 special political missions authorized by the General Assembly and/or the Security Council, 8 had open-ended mandates; 12 had a mandate expiring in 2011; 1 was under consideration by the General Assembly; 5 had mandates expiring in 2010, which were likely to be extended by the Security Council; and 1 had a new mandate effective 1 January 2011. There was some uncertainty surrounding the mandate of the remaining two missions.

3. The total 2011 requirements for the 29 missions were estimated at $676,420,600 net. The Secretary-General's report and its addenda provided mission-by-mission details of existing resources, estimated expenditure by the end of December 2010, and requirements for 2011, which ranged from $629,200 to over $270 million; those for UNAMA and UNAMI, the two largest missions, accounted for some 70.6 per cent of the total.

4. A total of 5,152 positions were proposed for 2011. The net reduction of 34 positions compared to 2010 reflected a net reduction of 171 positions in UNAMA, partially offset by increases in UNAMI and in clusters I, II and III. UNAMA and UNAMI accounted for about 72 per cent of the proposed staffing resources.

5. The resource requirements for UNAMA for 2011 were estimated at $270,010,400, reflecting a net increase of 19.0 per cent over the approved budget for 2010, which was mainly attributable to the required enhancement of security measures and the construction of new staff accommodation and office space; the addition of one fixed-wing aircraft to enhance personnel evacuation plans; the implementation of the communications equipment replacement programme and the disaster recovery and business continuity project in the Support Office in Kuwait; and the increasing rates for local staff salaries and hazardous duty station allowances.

6. The resource requirements for UNAMI for 2011 were estimated at $207,729,000 net, reflecting a net increase of 37.3 per cent over the approved budget for 2010, which was mainly attributable to the proposed establishment of 84 additional positions; increased requirements for construction and renovation work for the two new UNAMI compounds in Basra and Kirkuk; increased travel requirements; increases under ground and air transportation; and proposed increases for communications and other supplies and services to support the new UNAMI compounds in Basra and Kirkuk. The proposed budget for UNAMI also contained an update on the status of the construction

project related to the planned integrated headquarters compound in Baghdad.

7. The action required of the General Assembly was presented in chapter III of the report (A/65/328).

8. Introducing the report of the Secretary-General on the revised security management framework and revised estimates relating to the programme budget for the biennium 2010-2011 under section 5, Peacekeeping operations, related to a strengthened and unified security management system for the United Nations (A/65/320 and Corr.1), he said that the report set out the revised framework for accountability of the United Nations security management system and contained a request for additional emergency resources for strengthening the safety and security of United Nations staff and premises at the United Nations Military Observer Group in India and Pakistan (UNMOGIP). The General Assembly was invited to take the actions set out in section III of the report.

9. **Mr. Pascoe** (Under-Secretary-General for Political Affairs), introducing the report of the Secretary-General on implementation of General Assembly resolution 63/261 on the strengthening of the Department of Political Affairs (A/65/161 and Corr.1), said that the report did not contain a request for additional resources at the current time, but sought to comprehensively describe the progress made in strengthening the Department in the areas of policy planning, conflict prevention, cooperation with United Nations country teams and resident coordinators, electoral assistance, and support to the Security Council. To date, 47 of the 49 new posts approved by the General Assembly had been filled; the remaining two were under recruitment and staff should be appointed before the end of 2010. The Department had made a concerted effort to broaden the geographical distribution of its staff. Recommendations for appointment took account of geographical and gender diversity and, where feasible, vacancies had been left open for 60 days to expand the pool of candidates. As a result, 65 nationalities were now represented in the Department, 8 more than in March 2008, and the proportion of staff members from Asia, Africa and Latin America had increased from 38.5 per cent in 2008 to 44 per cent in 2010.

10. With regard to the General Assembly's request that the Secretary-General should explore potential synergies and complementarities among special political missions, the Department had recently organized a retreat to discuss challenges in the field, as well as several workshops. System-wide coherence had been significantly improved, though more remained to be done, and integrated task forces had been established for the nine Department-led field-based special political missions to which the Secretary-General's integration decision applied. The Department had also been working closely with the United Nations Development Programme (UNDP) and the two entities had recently agreed on a new note of guidance on electoral assistance to clarify their respective roles and responsibilities. Furthermore, the Department's relationship with the Department of Field Support had been strengthened and formal guidance had been issued to ensure that the staff of both Departments understood their respective responsibilities.

11. The Department of Political Affairs had been working to improve the functioning of the Organization's integrated peacebuilding offices and the offices in Sierra Leone, the Central African Republic and Guinea-Bissau were now fully operational. It had also been able to reduce the vacancy rates for all its missions, working closely with the Department of Field Support. The United Nations regional offices were an innovative development that facilitated a rapid response when crises arose in countries with no peacekeeping operations or special political missions on the ground. The Special Representatives of the Secretary-General who headed those offices had cultivated valuable relationships with key political actors in their regions, including partner regional organizations, in an approach that had proved very effective in the last year as the response to the crisis in Kyrgyzstan had attested. In Guinea, the Committee should take account of the absence of regular flights between Dakar and Conakry when considering the increased requirements for air transportation for UNOWA proposed for 2011. In order for their work to be effective, the Special Representative and his staff must be able to respond rapidly to the evolving situation on the ground.

12. The existing United Nations regional offices had clearly proved their value. In presenting the proposal for the establishment of the new United Nations Office for Central Africa, which had been mandated by the Security Council and was strongly supported by the Group of African States, every effort had been made to comply with the conditions outlined in General

Assembly resolution 63/261, including consent of the concerned Member States; a mandate from the appropriate legislative body, consultation with other United Nations entities present in the region; and the need to avoid duplication.

13. Lastly, the Department had worked closely with United Nations country teams in recent years on crisis prevention in many parts of the world.

14. **Mr. Starr** (Under-Secretary-General for Safety and Security), referring to section II of the Secretary-General's report on the revised security management framework and revised estimates relating to section 5 of the programme budget for the biennium 2010-2011 (A/65/320 and Corr.1), said that the additional emergency resources that had been requested to strengthen the safety and security of United Nations staff and premises at UNMOGIP were needed to meet minimum operating security standards.

15. With regard to section I of the report, he welcomed the recommendation contained in the related report of the Advisory Committee (A/65/575) that the General Assembly should take note of the revised security management framework which, inter alia, clarified the roles and responsibilities of all actors in the United Nations security management system, including those not previously included in the preceding framework, and highlighted the Organization's duty as an employer to reinforce and, where necessary, supplement the capacity of the host Government to fulfil its obligations with regard to the security and protection of United Nations personnel, in circumstances where those personnel were working in areas subject to conditions of insecurity that required mitigation measures beyond those which the host Government could reasonably be expected to provide.

16. With regard to the development of the new security level system, it should be recalled that the report of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide had called for the replacement of the existing security phase system with a system in which country- and area-based security measures could be determined on the basis of the security risk assessment. The security level system had been piloted successfully in five countries and had received positive feedback across the United Nations security management system. It was designed as a tool that could accurately and transparently reflect the specific threat-based security environment in which the United Nations system operated, allowing the same technical analytical process to be applied in all security level assessments worldwide. That would provide increased flexibility in making security-related decisions and would fully support the new "how to stay" mindset. Extensive training on the new security level system had been provided in 2010 to security management teams, including designated officials and, where appropriate, host Governments. The Department of Safety and Security should therefore be able to implement fully the new security level system by the agreed date of 1 January 2011.

17. **Ms. McLurg** (Chairman of the Advisory Committee on Administrative and Budgetary Questions), introducing the report of the Advisory Committee on implementation of General Assembly resolution 63/261 on the strengthening of the Department of Political Affairs and estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council (A/65/602), said that the Advisory Committee appreciated the information provided in the report of the Secretary-General (A/65/161 and Corr.1) on how the strengthening of the Department of Political Affairs had increased its effectiveness and flexibility in carrying out its mandated tasks and responding to a range of challenges. The Advisory Committee noted that, although challenges remained and insufficient capacity in some areas required the Department to rely on extrabudgetary resources and other arrangements, the General Assembly was not invited to take any action at the current time.

18. Section III of the Advisory Committee's report (A/65/602), concerning estimates in respect of special political missions for 2011, contained several observations and recommendations on cross-cutting issues, including issues related to budgetary presentation, as well as specific comments and recommendations with regard to the resources requested for the special political missions in the three thematic clusters, as well as UNAMA and UNAMI. With regard to cluster I, the Advisory Committee recommended a small adjustment to the proposed staffing for the Office of the Special Adviser to the Secretary-General on the Prevention of Genocide and to non-staff costs in the Office of the Special Adviser to the Secretary-General on Cyprus. That would entail

a reduction of $496,400 in the overall resources proposed by the Secretary-General for cluster I.

19. The Advisory Committee noted that most of the increase in the proposed resources for cluster II related to the first-time inclusion of the requirements of the Panel of Experts on the Islamic Republic of Iran. It therefore recommended acceptance of the staffing and non-staffing resources proposed for that cluster.

20. With regard to cluster III, the Advisory Committee had commented on the level of resources allocated to support functions, as compared with substantive activities, in some small offices. In that connection, the Advisory Committee reiterated the recommendation made in its previous report (A/64/7/Add.13), cautioning against the use of a template modelled too closely on the experience of peacekeeping operations, and recommended that the Secretary-General should be requested to examine further options for more efficient provision of support to small substantive offices. Under cluster III, the Advisory Committee recommended reductions in the level of resources proposed for UNOWA, the United Nations Integrated Peacebuilding Office in the Central African Republic (BINUCA), the United Nations Integrated Peacebuilding Office in Guinea-Bissau (UNIOGBIS), the United Nations Political Office for Somalia (UNPOS), the United Nations Integrated Peacebuilding Office in Sierra Leone (UNIPSIL), the United Nations Integrated Office in Burundi (BINUB), the United Nations Mission in Nepal (UNMIN) and the new United Nations Office for Central Africa, as explained in paragraphs 66 to 142 of its report. For its part, the organizational structure of the United Nations Office for Central Africa should be streamlined and made more cost-effective. The revised estimates for UNMIN reflected the decision of the Security Council to terminate the Mission's mandate on 15 January 2011, with a four-month liquidation period. With regard to BINUB, the Advisory Committee recommended that the General Assembly should appropriate 50 per cent of the proposed resource requirements for 2011, pending the outcome of the Security Council's discussions on the Organization's follow-on presence in Burundi, and that the Secretary-General should be requested to submit a revised proposal for the Assembly's consideration no later than at the first part of its resumed sixty-fifth session. The Advisory Committee's recommendations would entail a reduction of $39.4 million in the Secretary-General's overall proposals for the missions under cluster III.

21. With regard to UNAMA, while the Advisory Committee did not object to the structural reorganization undertaken in 2010, which should align the Mission's response to the refocused priorities laid out in Security Council resolution 1917 (2010) and in the Secretary General's report on the situation in Afghanistan (A/64/872), as well as streamline reporting lines and eliminate duplication of functions, it believed that continual restructuring exercises created unnecessary distraction and detracted from the required focus on mandate delivery. At some point, a balance allowing consolidation would have to be found.

22. While the Advisory Committee welcomed the efforts made to improve recruitment of Professional and national staff and ease vacancy rates, the resources proposed for police personnel should be adjusted to reflect a vacancy rate of 25 per cent instead of the 20 per cent proposed in the budget and the vacancy factors taken into account in estimating staff costs for 2011 should be increased from 30 to 32 per cent for international and national staff deployed in Afghanistan.

23. With regard to the proposed increase in operational requirements for 2011, which largely related to continued security enhancements and upgrades, the Advisory Committee recognized the importance of the planned construction projects and the acquisition of required equipment. However, the arrangements should be managed with prudence and undertaken progressively, based on priority needs and bearing in mind feasibility and the need for appropriate monitoring. For that reason, and taking into account the pattern of expenditure for air and ground transportation, the Advisory Committee recommended a 5 per cent reduction in the overall operational requirements proposed for the Mission for 2011. The Advisory Committee's recommendations would entail a reduction of $11.3 million in the overall resources proposed for UNAMA for 2011.

24. Turning to UNAMI, she said that a significant increase in resources, including security personnel, would be required in view of the planned drawdown of the international forces in Iraq, the likely continuation of requests for the United Nations to expand its presence and activities in the country, and the need for

UNAMI to assume responsibility for greater security management. The Advisory Committee therefore recommended acceptance of the Secretary-General's staffing proposals, including 84 additional positions. However, in view of possible delays during the transitional period, it recommended that the timing for the actual recruitment of staff should be kept under review. For the same reasons, it recommended a 5 per cent reduction in the overall operational requirements proposed for 2011.

25. With regard to the status of construction of the integrated headquarters compound in Baghdad, currently behind schedule owing to contractor-related performance issues, the Mission had identified a compound adjacent to the current premises, which would be vacated in mid-2011 and would, as one possible alternative, allow consolidation with the existing facilities into a single integrated compound. The projected resource requirements for that option had not been included in the proposed budget for 2011, but, if it were to materialize, lower costs and faster completion of the project were anticipated. The Secretary-General should ensure that the matter was expeditiously resolved and provide further information and detailed proposals, as soon as possible, for consideration by the General Assembly. The Advisory Committee's recommendations would entail a reduction of $6.2 million in the overall resources proposed for UNAMI for 2011.

26. The recommendations contained in the Advisory Committee's report (A/65/602) would entail an overall reduction of $57.5 million in the resources proposed by the Secretary-General for special political missions for 2011.

27. Introducing the Advisory Committee's report on the revised security management framework and revised estimates relating to section 5 of the programme budget for the biennium 2010-2011 (A/65/575), she said that, in section I of its report, the Advisory Committee discussed the revised framework for accountability for the United Nations security management system, which reflected the change in organizational culture from a "when to leave" to a "how to stay" mindset and acknowledged for the first time that continued programme delivery meant that there would always be some residual risk.

28. With regard to the new security level system, the Advisory Committee's report included information on the development of guidelines for acceptable risk and the definition of levels of programme criticality. Detailed observations and recommendations on the revised framework for accountability were set out in paragraphs 14 to 16 of the report. The Advisory Committee recommended that the General Assembly should take note of the framework, but also emphasized the need for clearer lines of accountability.

29. With regard to the revised estimates under section 5, the Advisory Committee had been informed that most of the resources requested for security enhancements for UNMOGIP were one-time costs. Although it had long held the view that a piecemeal approach to the budget process was undesirable, it recognized the urgent and exceptional nature of that particular request and therefore recommended approval of the Secretary-General's proposal.

30. **Mr. Al-Shahari** (Yemen), speaking on behalf of the Group of 77 and China, said that the Group attached great importance to the strengthening of the United Nations and believed efforts should continue to be made to develop the Organization's potential on the basis of priorities and mandates approved by Member States. The Group acknowledged that improvement in the capacity of the United Nations to prevent and resolve conflicts was a better investment than dealing with the costs of armed conflicts and their aftermath. At the same time, it wished to stress that the root causes of such conflicts were multidimensional in nature, thus requiring a comprehensive and integrated approach to their prevention. However, the Secretary-General's report on implementation of General Assembly resolution 63/261 (A/65/161 and Corr.1) focused mainly on recounting the various activities of the Department of Political Affairs and did not provide detailed, clear and comprehensive information on how the new structure and new posts were affecting the Department's overall functioning; more information was required in order for Member States to make an informed decision. It was also regrettable that the Secretary-General's report did not present specific measures for addressing the imbalance in geographic representation and gender parity in the Department of Political Affairs in general and in the electoral assistance roster in particular, as the Committee for Programme and Coordination had requested. The Group expected the Secretary-General to address that issue in the programme budget for 2012-2013 and reiterated the importance of equitable

geographical representation in the recruitment of staff. Nationals of a given region were the most knowledgeable about that region's specific characteristics and needs.

31. While the Group attached great importance to the provision of safety and security for all United Nations staff, operations and premises, and continued to support measures to ensure a coherent, effective and timely response to security-related threats and other emergencies, it wished to recall that, pursuant to the relevant General Assembly resolutions, the primary responsibility for ensuring the safety and security of United Nations staff and premises rested with the host country. Furthermore, it stressed the importance of establishing clear criteria for determining security needs and basic standards for evaluating threat perception and risk assessment worldwide in order to ensure that the Department of Safety and Security was able to respond to any emergency, bearing in mind the varying levels of risk and threats in different locations. In that connection, the Group was concerned that the Secretary-General had not yet complied with the Assembly's request for a report on the comprehensive safety and security policy framework at the United Nations (A/Res/61/263).

32. The Group noted the efforts of the Department of Safety and Security and the steering group of the Inter-Agency Security Management Network to review and update the framework for accountability. Past experience had shown that field duty stations remained relatively more vulnerable in terms of safety and security. It was therefore vital to ensure that the requirements for the safety and security of the Organization, particularly field missions, were fully met. In that regard, the Group would follow up on the results of the pilot project regarding the new security level system.

33. **Mr. Coffi** (Côte d'Ivoire), speaking on behalf of the Group of African States, said that the introduction of such an important item just a few days before the end of the session was unacceptable as it impeded proper decision-making by Member States. He requested clarification from the Secretariat and the Advisory Committee of the reasons for the delay and the steps that would be taken to avoid a recurrence.

34. The Group welcomed the improvements in the presentation of the proposed budget for special political missions, including the inclusion of programme performance information for 2010 for the two largest missions — UNAMA and UNAMI — which together accounted for 71 per cent of the requirements. Further efforts should be made to formulate indicators of achievement that would facilitate the measurement of performance and the assessment of progress in achieving expected accomplishments for special political missions. The budget presentation should include information on all funding from different sources to ensure transparent analysis of the proposed resources as compared with the capacity available from all types of funding and the needs identified.

35. The high vacancy rate in special political missions was a matter of concern. The Group welcomed the efforts undertaken to address the situation, including more robust utilization of rosters, which had reduced the vacancy rate for international staff to 22 per cent by August 2010. No effort should be spared to fill all posts to ensure the effective implementation of mandates. The Group opposed the trend whereby posts were left vacant as a means of covering budget deficits or cutting costs. Moreover, the Group would never agree to abolish vacant posts merely because they had long been vacant; one of the Secretariat's main responsibilities was to fill those posts. He noted the measures being taken to implement a precise division of responsibilities for the administrative backstopping of special political missions by departments of the Secretariat, particularly in procurement.

36. The General Assembly should provide each mission with the resources required to fully discharge its mandate. The Group would reject arbitrary cuts to the proposed resources and any justification for cuts based on the domestic circumstances of Member States or on the global financial crisis, which affected all Member States.

37. The Group attached great importance to the establishment of a United Nations regional office for Central Africa in Libreville, Gabon and the allocation of the necessary material, financial and human resources. Certain posts proposed for the office must be at a sufficient level of seniority to achieve optimal efficiency.

38. Special political missions had grown exponentially in size and complexity over the previous four bienniums. Because the structures of such

missions were not part of the organizational structure of the Secretariat and their activities did not fully mesh with the Secretariat's programme of work, and given the unpredictability of their timing and resource requirements, there was merit in separating special political missions from the other parts of the regular budget and financing them in a manner similar to peacekeeping missions. The separation would increase transparency and provide a more accurate picture of the Organization's budgetary situation.

39. **Mr. Lafortune** (Canada), speaking also on behalf of Australia and New Zealand, said that special political missions played a key role in preventing, controlling and resolving conflicts and in post-conflict peacebuilding. The three delegations acknowledged that accurate budgeting for such missions was a challenge, since their operational environments changed constantly. Nonetheless, the Secretary-General should provide the membership with budget forecasts for the full biennium that were as accurate as possible. Approximately $1 billion had been budgeted for special political missions in the proposed programme budget for the biennium 2010-2011, but the current request would bring the total to $1.254 billion. It would be good budgetary policy to appropriate a more realistic amount for total requirements from the outset. Furthermore, given that the budgets for special political missions fluctuated considerably more than other parts of the regular budget, a different method of presenting the budgets for such missions should be considered.

40. With respect to the missions in cluster III and the proposal to start up a new mission while consolidating several of the offices established in 2009, he understood the Secretariat's desire to use lessons learned from the establishment of administrative structures for peacekeeping missions. However, given the range of activities performed by such offices and the need for flexibility, support structures should be carefully examined to avoid unnecessarily costly arrangements.

41. Canada, Australia and New Zealand welcomed the extension of the mandate of UNAMA, which played a central role in coordinating international assistance in support of the Government of Afghanistan. They fully understood the increased emphasis on civilian efforts that focussed on the "three plus one priorities" by supporting elections, reconciliation and reintegration, regional cooperation and aid coherence.

42. Safety and security requirements made up a significant part of the budget proposals for UNAMA and UNAMI, which operated in volatile environments. He wished to have further information on the potential impact of the Advisory Committee's recommendation to reduce the appropriations for their operational costs. The safety and security of United Nations staff were extremely important to the three delegations.

43. Lastly, he expressed concern at the late introduction of the matter currently before the Committee. In recent years, the Assembly had repeatedly been required to consider complex budget proposals for special political missions amounting to hundreds of millions of dollars just days before the end of the main part of the session. That timing made it difficult for Member States to adequately perform their oversight role. He would seek clarification of the issue in the informal consultations.

44. **Mr. Ayzouki** (Syrian Arab Republic) said that the budget for the Special Envoy of the Secretary-General for the implementation of Security Council resolution 1559 (2004) grossly violated the budgetary guidelines established in General Assembly resolutions 55/231 and 63/261 because it included activities that were clearly outside the Special Envoy's mandate. It was unacceptable for the Secretary-General to keep citing the Syrian Arab Republic in his reports after it had met all the obligations incumbent on it under Security Council resolution 1559 (2004) by withdrawing its military forces and intelligence apparatus from Lebanese territory, a fact acknowledged in several of the Secretary-General's reports and in a statement issued by the President of the Security Council (S/PRST/2005/17).

45. What was worse, Security Council resolution 1680 (2006) had no relevance to the Special Envoy's mandate because it focused on bilateral matters between two sovereign States, the Syrian Arab Republic and Lebanon, in which the Secretariat had no right to interfere. In that connection, it should be noted that, although the Council, in its resolution 1680 (2006) had encouraged the Government of the Syrian Arab Republic to respond positively to the request made by the Government of Lebanon to establish diplomatic ties and delineate their common border, such a statement did not give the Secretariat a

mandate to follow up those issues. Indeed, the inclusion of those issues in the mandate of the Special Envoy was a violation of Article 2, paragraph 7, of the Charter, which prohibited interference in the internal affairs of Member States. His delegation therefore called for the deletion of expected accomplishment (c) from the programme budget for the biennium 2010-2011.

46. The party that was failing to comply with Council resolution 1559 (2004) was Israel, which continued to occupy the Shab'a Farms, Kafr Shuba and the northern part of the village of Ghajar, and to repeatedly violate Lebanese sovereignty by air, land and sea. His delegation was therefore surprised that the Secretary-General's report had not included the withdrawal of all foreign forces from Lebanon as an indicator of achievement. Although the Secretariat had stated that the indicator had been omitted accidentally and had subsequently issued a corrigendum to restore it, the fact was the corrigendum had been issued at the request of the Syrian Arab Republic and Lebanon. All of that led his delegation to wonder whether the omission had truly been accidental or an indication that the Special Envoy was pursuing a personal agenda.

47. It was clear that implementation of the outstanding provisions of Council resolution 1559 (2004) required the Security Council to bring pressure to bear on Israel in order to compel it to withdraw from the Lebanese territory it continued to occupy and to cease its repeated violations of Lebanese sovereignty. The Special Envoy had betrayed the trust of the Security Council when he had visited the Permanent Mission of Israel to the United Nations in June 2008 and had requested the Israeli Government to halt indirect negotiations between the Syrian Arab Republic and Israel mediated by Turkey. He had also urged the Israeli Government to cancel its withdrawal from the village of Ghajar.

48. It was apparent that the Special Envoy was not only overstepping his mandate, but that his actions were serving to perpetuate the conflict in the Middle East and the Israeli occupation. A Special Envoy who sought to undermine Lebanon's independence and sovereignty, encouraged continued occupation and focused on bilateral issues between the Syrian Arab Republic and Lebanon while ignoring Israel's violations of Lebanese sovereignty should have his mandate terminated.

49. **Mr. Khazaee** (Islamic Republic of Iran) said, with respect to chapter II, section G, of the Secretary-General's report on estimates in respect of special political missions in thematic cluster II (A/65/328/Add.2 and Corr.1), that his Government regarded Security Council resolution 1929 (2010) and related resolutions against the peaceful nuclear activities of Iran to be unjust and unlawful. Those resolutions had been based on false speculation and misinformation propagated by certain permanent members of the Security Council to advance their political interests, which involved depriving a developing country and a party to the Treaty on the Non-Proliferation of Nuclear Weapons of its inalienable right to use nuclear energy for peaceful purposes. The Iranian nuclear programme bore no relation to Chapter VII of the Charter. The Security Council's intervention in Iran's peaceful nuclear programme was therefore *ultra vires* and unlawful. The establishment of a panel of experts to enforce and monitor the sanctions and to make financial, staff and budgetary allocations was equally unlawful and unjust. His delegation therefore disagreed entirely with the provisions of section G and wished to dissociate itself from any legal and financial consequences of the consideration and possible adoption of that proposal.

50. It was extremely disappointing that the Secretary-General had assumed, as reflected in paragraphs 92 and 96 of the report, that the mandate of the panel of experts would extend beyond August 2011. That assumption, which amounted to a judgment that was outside the purview of the Secretariat or the Fifth Committee, might have a negative impact on the ongoing international negotiations.

51. **Mr. Al-Jabir** (Qatar) said that special political missions and the good offices of the Secretary-General were important in preventing the outbreak or escalation of disputes. His Government recognized the impartiality of the Secretary-General and his envoys in performing good offices and supported those endeavours politically and financially. Such initiatives should be strengthened at the regional and international levels to promote common interests based on the principles of peaceful coexistence and mutual respect. His Government was eager to lay the foundations of security and stability in the Middle East and worldwide.

52. To achieve international peace and security, it was necessary to renounce the use of force. Qatar had

engaged in mediation efforts in Lebanon, Yemen and the Sudan with the aim of achieving sustainable peace. Good offices should not be limited to circumstances in which peacekeeping operations were mandated. The Secretary-General's prompt intervention was sometimes required to help reach a convergence of views between parties and thus forestall a conflict. The good offices of the Secretary-General could have a significant impact by helping to advance peace talks in the Middle East and in parts of Africa and Asia.

53. He reiterated his Government's gratitude to the Secretary-General for supporting its efforts, under a resolution of the League of Arab States, to hold peace talks in Doha between the Sudanese parties. A comprehensive peace agreement on the situation in Darfur was currently being finalized by the negotiators. His Government also welcomed the Sudanese Government's commitment to cooperate with the international community in holding a referendum in the south. He commended the League, the African Union and the United Nations for their efforts to reach a peaceful settlement of the conflict and called on the international community to provide support and assistance. The Secretary-General's good offices, which had achieved encouraging results in addressing the challenges facing the international community, merited the financial and political support of Member States.

54. **Mr. Okochi** (Japan), recalling that the resources requested for special political missions for 2011 were almost 20 per cent higher than the budget approved for 2010, said his delegation understood that, especially in the case of UNAMA and UNAMI, the increase stemmed largely from the need for additional safety and security measures in the face of a worsening security situation and a change in troop configurations. It was, however, becoming increasingly important to prioritize the budget requests for each mission, focusing on those that were most urgent and deferring to the following biennium other less pressing requests. He hoped that the Committee's discussions would proceed on that basis.

55. His delegation fully concurred with the Advisory Committee's observation that the cost of support activities for some special political missions under cluster III was disproportionate to the cost of their substantive activities, which was partially attributable to the structure of the peacekeeping operations that they had inherited. The Committee's discussion of the budgets for special political missions under cluster III should take account of that observation and the Secretary-General should submit proposals for more cost-effective support arrangements for small substantive offices, as recommended by the Advisory Committee.

56. **Mr. Shin** Boonam (Republic of Korea), recalling that special political missions had become one of the Organization's most important tools for preventing, controlling and resolving conflicts, as well as for post-conflict peacebuilding, said it was important that such missions should effectively attain their goals while efficiently utilizing the resources given to them by the General Assembly. In that connection, his delegation welcomed the Secretary-General's efforts to better define the division of roles among the Department of Peacekeeping Operations, the Department of Field Support and the Department of Political Affairs, including by revising the relevant Secretary-General's bulletins. Those Departments should continue their efforts to introduce standard operating procedures in order to achieve greater complementarities and synergies for more effective implementation of the mandates of special political missions.

57. It was gratifying to note the increase in cooperation and coordination among special political missions, aimed at achieving cost savings and efficiency gains. In particular, his delegation welcomed the consolidation of the administrative components of UNOWA and the Cameroon-Nigeria Mixed Commission, and the integration of the support components of UNPOS and the United Nations Support Office for the African Union Mission in Somalia (UNSOA), as well as the proposal for the United Nations Office for Central Africa to share air transportation services with neighbouring missions or agencies. Such cost-saving arrangements would help the special political missions to use their resources more efficiently.

58. His delegation shared the Advisory Committee's concerns over the disproportionately high number of administrative staff relative to substantive staff for some special political missions under cluster III; a cost-effective alternative for providing administrative support to small offices should be found. With regard to the open-ended mandates of some missions, his delegation believed that each special political mission should be of limited duration and aimed at accomplishing specific tasks. Lastly, his delegation

remained open to further discussion on improving the current funding arrangements for such missions.

59. **Ms. Berlanga** (Mexico) said that her delegation was alarmed at the sharp increase in the 2012-2013 biennial budget for special political missions relative to the overall provision for the biennium 2010-2011, as well as the lack of any real expectation that the upward trend would be reversed. Special political missions differed in a number of ways from other United Nations activities funded through the regular budget; inter alia, they could not be slowly integrated into the Secretariat's programme of work, owing to the operational nature of their activities; they could be established at any time of year and therefore did not fit into the regular budget planning cycle; and their management posed challenges for the Secretariat. While, they should be of limited duration and aimed at accomplishing specific tasks, in practice they continued to expand year after year in terms of their size, resource requirements and scope, and constituted a heavy burden for the Organization's regular budget. It was therefore vital to explore alternative ways of financing special political missions and to engage in an open and in-depth discussion of options that were fairer and more appropriate for all Member States. Her delegation therefore urged the Secretary-General to submit as soon as possible a report on options for funding special political missions.

60. While performance reports gave a clear picture of progress in achieving expected results, and were vital for the appropriate allocation of resources to special political missions, reduced requirements under specific objects of expenditure did not necessarily constitute savings, but could also be the result of underexpenditure. The level of extrabudgetary resources provided to special political missions should be disclosed, in order to allow a full analysis of the resources proposed as compared with capacity available from all types of funding. Potential for savings should also be explored.

61. **Mr. Brant** (Brazil) said that his delegation was concerned at the treatment of high-level delegates by United Nations security personnel during the general debate of the current session of the General Assembly. Although he understood the difficulties in providing adequate security while construction work was ongoing under the capital master plan, it was inadmissible that heads of delegations should receive differentiated and unequal treatment within the United Nations compound. Some areas had been accessible only to heads of delegation assigned security details by the host country; however, such security details had not been provided to all delegations. Access to all areas of the United Nations compound must be provided on an equal basis to all Member States. In an Organization of sovereign independent States with equal status, the differentiated treatment of high-level representatives, for any reason whatsoever, ran counter to the Charter of the United Nations and the Organization's very foundations. Security must not trump protocol.

62. **Mr. Kadhem** (Iraq) said that his delegation was deeply grateful for the financing of UNAMI by the United Nations. Convinced of the importance of the Organization's presence in Iraq, the Iraqi Government had decided to provide space in Baghdad for the construction of a headquarters compound for UNAMI and to defray a portion of the construction costs. In that connection, the trust fund established for the construction of the compound in Baghdad had received $25 million from the Government of Iraq on 31 March 2010, and on 24 August 2010, the Iraqi Council of Ministers had decided to provide a second and final contribution of $25 million to the project, funded from the federal budget for 2011.

63. With regard to the Development Fund for Iraq established pursuant to Security Council resolution 1483 (2003), the Iraqi Government had requested a final extension of the arrangements established for that Fund, which were due to expire on 31 December 2010, pursuant to Security Council resolution 1905 (2009). He hoped that the arrangements could be extended for a further six months to 30 June 2011.

64. **Mr. Tawana** (South Africa), endorsing the comments made by the representative of Brazil, said that heads of delegation and ministers who had not been assigned security details by the host country had been subjected to discourteous treatment by United Nations security personnel. For example, some heads of delegation had been made to walk to Second Avenue to access vehicles that belonged to Permanent Representatives to the United Nations. Delegates had also been treated rudely when they sought to access the areas designated for bilateral meetings. Such a suspension of due courtesies to heads of State and ministers was unacceptable and had been a great source of discomfort. His delegation would seek a clear and unambiguous explanation as to why that situation had occurred, as well as assurances from the

Under-Secretary-General for Safety and Security that it would not happen again.

65. **Mr. Rosales Díaz** (Nicaragua), noting that there had been a 12-fold increase in the total budget for special political missions in the past decade and that some 70 per cent of the resources requested for those missions for 2011 corresponded to UNAMA and UNAMI, said he agreed with the representative of Mexico that the time had come for the Committee to review the methods of financing special political missions. It was incomprehensible that such missions should be funded from the regular budget rather than the peacekeeping budget. In that connection, it was regrettable that the Secretary-General had not yet submitted to the General Assembly the report on an alternative funding arrangement for special political missions that he had announced when introducing the proposed programme budget for the biennium 2010-2011 at the sixty-fourth session of the Assembly (see A/C.5/64/SR.10, para. 8).

66. His delegation endorsed the comments made by the representatives of Brazil and South Africa regarding the treatment of heads of State and ministers at the general debate and high-level segment. Over the past three years, it had noted with surprise that legitimate security measures had sometimes been implemented in a way that ignored the diplomatic nature of the Organization. Any differentiated treatment of delegates or disregard for the sovereign equality of all Member States was unacceptable.

67. **Mr. Fernandez-Taranco** (Assistant Secretary-General for Political Affairs), responding to the question regarding the impact of additional posts on the functioning of the Department, said that the 47 new posts filled to date had enabled the Department to become more proactive and operational; to better fulfil its management oversight responsibilities and provide support to special political missions with increasingly complex mandates; to interact in a more integrated way with other departments of the Secretariat, as well as with agencies, funds and programmes; to increase its engagement with regional organizations through joint training and the sharing of mutual analysis on providing a rapid and specific field response; to improve synergies between missions, and between Headquarters and field operations, including by codifying and sharing lessons learned; and to implement the integrated strategic approaches mandated by the Secretary-General, when performing the role of lead department at the country level. A concrete manifestation of the Department's increased proactiveness and coordination was the guidance note on electoral matters issued jointly with UNDP, which had assisted resident coordinators in providing technical assistance to the relevant electoral commissions on the ground. The additional posts had also enabled the Department to support regional offices, which often required administrative guidance and other support from Headquarters. In that connection, it was important to highlight the need for flexible funding that would allow the rapid deployment of envoys or staff in response to unpredictable conflicts, which were difficult to factor into a biennial budget.

68. With regard to geographical representation, a detailed breakdown of the roster of consultants in the Electoral Assistance Division could be provided in informal consultations. It should be highlighted that eight more nationalities were represented in the Department than in March 2008, thanks to a targeted attempt to expand and diversify national representation, as well as to promote gender balance.

69. **Mr. Starr** (Under-Secretary-General for Safety and Security), responding to the concerns raised by the representatives of Brazil, Nicaragua and South Africa, said that the Department of Safety and Security sought to achieve balance in the Organization's security and protocol requirements and to treat all heads of delegation equitably and courteously. The Department did not control security measures in the streets outside the United Nations compound but took responsibility for what occurred inside the compound. He would meet with the three delegations to discuss their concerns in order to ensure that the problems did not recur.

70. **Mr. Tawana** (South Africa) said that the personnel stationed at Second Avenue who had blocked access by the vehicles of permanent representatives and behaved discourteously had indeed been United Nations security officers, not host country personnel.

71. **Ms. McLurg** (Chairman of the Advisory Committee on Administrative and Budgetary Questions), responding to the concerns expressed regarding the timing of the introduction of the report on special political missions, said that the Advisory Committee had had only a short period during which to consider 29 budgets for special political missions involving substantial sums. That period had been

further constrained by the delayed receipt of documents and the fact that Secretariat officials were not always available for hearings. The budget proposals for special political missions were extensive and detailed; it took time for the Advisory Committee to consider them and obtain additional information. If Member States wished to advance the timetable for consideration of the item, they should examine the timing of the preparation of the Secretary-General's report.

72. **The Chair** said that the increase in the requirements for special political missions had crucial implications for the receipt and allocation of budgetary resources. It was unfair to expect the Committee to adopt decisions on a matter of such fundamental importance in the last few days of the session. He urged the Member States to examine the issue in order to ensure that in future the Committee had time for due consideration of the item.

Agenda item 128: Review of the efficiency of the administrative and financial functioning of the United Nations (*continued*)

Proposed programme budget outline for the biennium 2012-2013 (A/65/560 and Corr.1 and A/65/611)

73. **Mr. Yamazaki** (Controller), introducing the proposed programme budget outline for the biennium 2012-2013 (A/65/560 and Corr.1), said that the outline had been prepared in accordance with the process set out in General Assembly resolution 41/213 and, after consideration and decision by the General Assembly, would guide the Secretary-General in preparing the proposed programme budget for 2012-2013.

74. The outline provided an indication of four elements: a preliminary estimate of resources to accommodate the proposed programme of activities during the biennium; priorities, reflecting general trends of a broad sectoral nature; real growth, positive or negative, compared with the previous budget; and the size of the contingency fund expressed as a percentage of overall resources. Pursuant to General Assembly resolution 63/266, annex II to the report contained additional information, to the extent available, on initiatives currently before the Assembly and yet to be submitted.

75. The budget outline was not a preliminary programme budget; rather, it was a preliminary estimate of resources and could only be general in nature, attempting to establish broad resource projections developed at a high level of aggregation. The programme budget itself, which would come later in the process, would reflect detailed programming and the review and establishment of requirements at a detailed level.

76. A preliminary estimate of resources had been established by taking the initial appropriation for 2010-2011 of $5,156 million, to which had been added the resources subsequently approved for the Emergency Preparedness and Support Unit and the United Nations Integrated Office in Addis Ababa. That starting point had been adjusted by several factors: full provision for the continuation of the new posts approved for the current biennium; removal of onetime costs in 2010-2011; provision for programme changes in the biennium 2012-2013; and requirements for special political missions.

77. The full biennial provision in 2012-2013 for those posts that had been newly established in the biennium 2010-2011 and that were only partially funded in the current biennium would require an additional $21.8 million. The additional provision was required to maintain the regular budget established post staffing table at the level that had already been approved for 2010-2011.

78. One-time costs in 2010-2011 amounting to $45.9 million had been removed, as they would no longer be required for 2012-2013. They included amounts proposed and approved in the initial programme budget and subsequent revised estimates and programme budget implications approved by the General Assembly, as detailed in paragraph 7 of the report. Costs provided in 2010-2011 for special political missions had been treated as recurrent costs, as recommended by the Advisory Committee. Details of the distribution of one-time costs by budget part were set out in paragraph 8 of the report.

79. Provision had been made for programme changes in the biennium 2012-2013 amounting to net projected requirements in the sum of $81 million. Resources had been provided to strengthen human rights and humanitarian assistance, the economic and social sector, and regional and international cooperation for development and to support the establishment of an open-ended intergovernmental expert body, pursuant to the Salvador Declaration, to be convened between the

twentieth and twenty-first sessions of the Commission on Crime Prevention and Criminal Justice. It was expected that resources would be required to cover the continuing costs of the implementation of an enterprise resource planning system, training related to the implementation of the International Public Sector Accounting Standards that would not be undertaken at the level anticipated in 2010-2011, review of data, or data cleansing, continued implementation of business continuity management, the Emergency Preparedness and Support Unit established in 2010-2011, evaluation of the system of administration of justice, continuing costs associated with strengthening the information and communications technology (ICT) structure and the improvement and major maintenance of the ICT infrastructure. It was anticipated that additional requirements would arise with regard to the operations of the International Court of Justice. Preliminary estimates also included requirements relating to construction, alteration, improvement and major maintenance at the Palais des Nations compound in Geneva and provision for ongoing building maintenance costs resulting from installation changes following the completion of the capital master plan project at Headquarters and for follow-on requirements for strengthening of the security infrastructure and its related management in Addis Ababa, Bangkok, Beirut, Geneva, Nairobi, Santiago and Vienna.

80. Requirements for special political missions continued to trend significantly upwards. In accordance with the General Assembly's request in its resolution 63/266 that the Secretary-General should continue to include in the proposed programme budget outline and the proposed programme budget provisions for expenditures for special political missions related to peace and security that were expected to be extended or approved in the course of the biennium, the proposed programme budget outline included preliminary indicative estimates for special political missions.

81. When the outline was prepared, it had been estimated that the full biennial provision in 2012-2013 for special political missions currently existing in the biennium 2010-2011 would amount to $1,240.2 million. While some shifts in the composition of and resource allocation among special political missions were to be expected, the amount still represented a valid overall estimate of requirements for 2012-2013. That was reflected in the outline as an increase of $240.2 million in the current provision.

82. With regard to the second element, priorities reflecting trends of a broad sectoral nature, the priorities proposed in the outline for the biennium 2012-2013 were the same as those proposed for the strategic framework for the period 2012-2013. The proposed distribution of resources by parts of the budget reflecting those priorities was shown in annex I to the report.

83. With regard to the third element, positive or negative real growth compared with the previous budget, the preliminary estimate of $4,215.9 million, before inclusion of special political missions, represented an increase of $56.9 million, or 1.4 per cent, compared with the approved appropriations and related provisions for the biennium 2010-2011. Once required provisions for special political missions were included, the total preliminary estimate of $5,456.1 million would represent an increase of $297.1 million, or 5.8 per cent.

84. Turning to the fourth element of the outline, the size of the contingency fund expressed as a percentage of the overall level of resources, it was recommended that, in keeping with established practice, the level should again be set at 0.75 per cent, or $40.9 million for the biennium 2012-2013.

85. In its resolution 63/266, the General Assembly had requested the Secretary-General to provide information on initiatives currently before the Assembly and foreseeable items yet to be considered that might impact the budget outline. Annex II to the report contained a list of initiatives of which the Assembly was currently seized or for which, at the time of preparation of the current document, reports were expected to be submitted by the Secretary-General. Annex II was evolving as inputs were considered; updated information would be provided as it became available. Since the issuance of the present report, the Advisory Committee had considered several matters and issued its related reports. Furthermore, the Fifth Committee had informally adopted a number of draft resolutions. Accordingly, an updated annex II as of 8 December 2010 had been provided to the Advisory Committee and was included in its report (A/65/611). Any further changes available would be provided to the Fifth Committee when it considered the item during informal

consultations. Such initiatives, if adopted, would have a significant bearing on the level of the outline and the proposed programme budget for the biennium 2012-2013. However, the extent of the requirements depended on decisions yet to be taken by the General Assembly.

86. He recalled that the outline was presented at the same rates as the current budget and did not contain any provision for inflation or for currency fluctuations. However, the amount would be adjusted prior to the adoption of the outline to include the latest amendments proposed by the Advisory Committee and the Fifth Committee and recosting based on the updated parameters applied in the first performance report on the programme budget for the biennium 2010-2011 (A/65/589) in respect of operational rates of exchange, actual inflation experience, payroll experience and the movement of post adjustment multipliers and cost-of-living adjustments.

87. **Ms. McLurg** (Chairman of the Advisory Committee on Administrative and Budgetary Questions), introducing the related report of the Advisory Committee on Administrative and Budgetary Questions (A/65/611), said that the Advisory Committee agreed with the adjustments proposed by the Secretary-General to reflect the delayed impact of regular budget posts in 2012-2013 and the one-time costs provided for in 2010-2011 that were not required for 2012-2013. However, given its concerns about the need to go beyond incremental budgeting, the Advisory Committee considered it premature to conclude that an additional $81 million would be required to accommodate programme changes in 2012-2013. When presenting his detailed budget proposals, the Secretary-General should provide an analysis demonstrating that he had exhausted all opportunities offered by the review of programmatic outputs to be undertaken in accordance with regulation 5.6 of the Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation. The Advisory Committee stressed the importance of the Secretary-General's rigorous application of the established procedures for reviewing programme outputs with a view to determining their ongoing relevance and ensuring the optimum utilization of resources.

88. The annex to the report detailed the possible impact of items currently before the General Assembly and foreseeable items yet to be considered on the level of the programme budget for the biennium 2012-2013. If the budget outline was to include the estimates in respect of all those items, the preliminary estimate would likely increase by approximately $38.9 million.

89. On the estimates for special political missions, the Advisory Committee had noted the efforts made by the Secretary-General to implement its earlier recommendation to present the estimates in a manner that readily identified the resources attributable to them. The Advisory Committee continued to see merit in that form of presentation.

90. Lastly, the Advisory Committee recommended that for the biennium 2012-2013 the level of the contingency fund should continue to be set at 0.75 per cent of overall resources.

91. **Mr. Al-Shahari** (Yemen), speaking on behalf of the Group of 77 and China, said that the Group regretted that the Advisory Committee's report (A/65/611) had not been issued sufficiently early to give the Committee time for proper consideration of the matter. He recalled General Assembly resolution 63/266, which required the proposed budget outline to be submitted by 15 November of the off-budget year. Despite the revised programme planning and budgeting process authorized by General Assembly resolution 58/269, it was crucial for that important document to be issued in a timely manner.

92. The Group noted that, as in the past, activities related to security and human rights were the only areas in the proposed programme budget outline where significant growth was foreseen, including a significant increase in the provision for special political missions. Noting the proposed indicative resource change of 0.7 per cent under parts IV and V, he reiterated the importance of allocating adequate resources for the implementation of the development agenda mandated by the Assembly. He wished to know how much of the resource change in those areas was attributable to delayed impact adjustments.

93. He welcomed the inclusion of tables in the Secretary-General's report (A/65/560 and Corr.1) showing delayed impact and one-time resources by part of the budget. It would have been useful to have a table with similar detail on the provision for programme changes in 2012-2013. During the informal consultations, his delegation would seek further

information on the estimated increase of $81 million proposed for those changes.

94. Annex II to the report showed considerable lack of detail as to requirements, thereby demonstrating that the budget outline should be set at an appropriate and realistic level, while implications that arose at a later stage should be addressed through the contingency fund. He endorsed the Secretary-General's proposal to set the level of the contingency fund at 0.75 per cent of the preliminary estimates for the biennium 2012-2013.

95. Under the Charter, the General Assembly was the only body authorized to consider and approve the budget of the United Nations and staff should be appointed by the Secretary-General under regulations established by the Assembly. In its consideration of the current agenda item, the Group would be guided by Articles 17, 97, 100 and 101 of the Charter, rule 153 of the rules of procedure of the General Assembly and regulation 5.9 of the Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation.

96. The role of the Fifth Committee in budgetary and administrative matters must be respected and other Main Committees should refrain from using the phrase "within existing resources" in their draft resolutions, which was contradictory to rule 153 of the rules of procedure and to numerous General Assembly resolutions reaffirming the role of the Fifth Committee. A written reminder to that effect should be conveyed to the Main Committees.

97. **Mr. De Preter** (Belgium), speaking on behalf of the European Union; the candidate countries Croatia, Iceland and the former Yugoslav Republic of Macedonia; the stabilization and association process countries Albania, Montenegro and Serbia; and, in addition, the Republic of Moldova and Ukraine, said that the late issuance of the proposed programme budget outline was regrettable, given the limited time remaining for the Committee's deliberations. While the outline was a preliminary estimate, it should nonetheless provide a greater level of predictability of the resources required for the subsequent biennium and should promote greater involvement of Member States in the budgetary process. The European Union deemed it very important to balance the immediate needs of the Organization with the imperatives of the current fiscal climate.

98. The Organization's budget had increased significantly in recent years and, while the European Union did not question the principle that the programme budget should reflect a resource level commensurate with mandates, it seemed that no serious effort had been made to find further efficiencies. Moreover, by preparing the budget in increments, the Secretariat did not give the impression that it was constantly seeking ways of delivering mandates more efficiently with fewer resources. There was an urgent need to study possibilities for reallocating resources and making cross-cutting savings. For example, there was no apparent reason to maintain long-standing vacancies that seemed to have no effect on the mandates of certain programmes; in addition, the continuing need for posts that fell vacant owing to retirements should be examined. The Secretariat should scrutinize its business methods in all departments and programmes, review recurrent expenditures, and go beyond incremental budgeting, which led to ever-increasing budget levels that had a greater impact on the Organization's major contributors.

99. Moreover, the preliminary estimates of resources and priorities for the biennium were often vague and broad, which reduced the outline from a planning tool to a mechanical chart that had little relevance for Member States. The European Union concurred with the Advisory Committee that the Secretariat should evaluate the entire quantum of resources necessary to implement mandated activities.

100. **Mr. Shin** Boonam (Republic of Korea) said that the budget outline did not duly reflect the Organization's policy priorities and directions. It lacked a forward-looking perspective in that it failed to give the Secretariat a framework that would allow it to respond quickly to the changing economic and social environment or to address new challenges. Nor did it provide a mechanism through which to identify obsolete activities for termination. Furthermore, the outline did not support strict financial discipline or provide a budget ceiling to the Secretary-General for the preparation of the proposed programme budget. A major flaw of the budget process was that only expenditure, and not revenue, was taken into account.

101. The entire budgeting framework, including the budget outline, should be reviewed from the ground up and renovated to accommodate those concerns, taking into account best practices from other international organizations and Member States. The scope and scale of the contingency fund should be fundamentally changed. Alternative arrangements should be explored for the budgets of special political missions, including

the establishment of a separate account with an annual budget cycle.

102. The Secretariat should develop a more sustainable manner of formulating and presenting the proposed programme budget. Member States should not merely criticize the Secretariat for its piecemeal and incremental approach to budgeting, but should give the Secretary-General the authority and guidance required to increase the predictability and credibility of the budgeting framework and produce more realistic and comprehensive budget figures.

103. According to the Secretary-General's report (A/65/560 and Corr.1), the preliminary estimate of resources for the biennium 2012-2013 exceeded the current budget level by 5.8 per cent. When all potential add-ons were included, the total would likely far exceed the amount proposed. Indeed, the proposals now before the Assembly were expected to bring the total provisions under the programme budget for the current biennium to $5.2 billion, compared to a preliminary estimate of $4.6 billion. The rise in the overall budget level was becoming a serious burden to Member States faced with increasing fiscal deficits.

104. The Secretary-General should exercise stricter financial discipline by allocating available resources more strategically and curtailing expenditures on non-essential or low priority projects. A core objective of budget discipline was to allocate additional resources to the Organization's priority areas.

The meeting rose at 1 p.m.